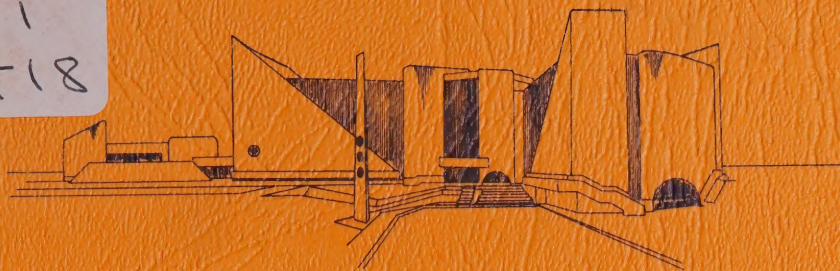


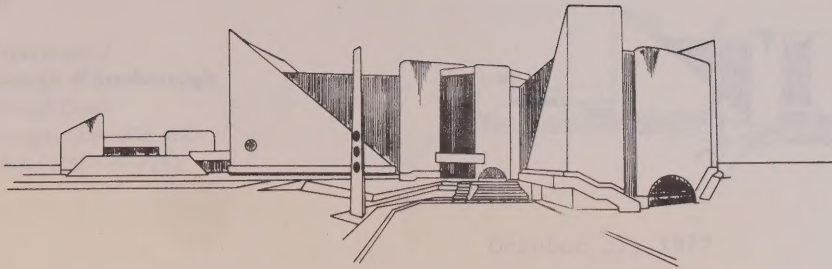
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A RESPONSE TO THE REPORT OF
THE ROYAL COMMISSION ON METROPOLITAN TORONTO
BY THE COUNCIL OF
THE BOROUGH OF SCARBOROUGH



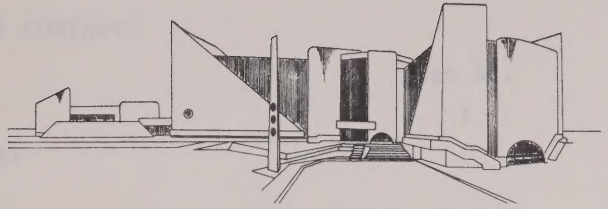


A RESPONSE TO THE REPORT OF
THE ROYAL COMMISSION ON METROPOLITAN TORONTO
BY THE COUNCIL OF
THE BOROUGH OF SCARBOROUGH



Paul Cosgrove
Mayor

The Corporation of
The Borough of Scarborough
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October 27, 1977

The Honourable W. Darcy McKeough,
Treasurer of Ontario,
Frost Building,
Queen's Park
Toronto, Ontario

Dear Mr. Treasurer,

Re: Report of the Royal Commission on
Metropolitan Toronto, June 1977

Last evening I attended a public meeting where over 1,000 residents of Scarborough expressed strong opposition to the boundary changes recommended in the Report.

The disquiet generated by the boundary recommendations to me parallels the response to the election of the P.Q. in Quebec, and the threat of dismembering of the country.

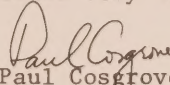
On the positive side, the threat to the some 75,000 people in Scarborough to be bumped from the municipality has caused the large majority of them to become real Scarborough boosters, expressing their pride of place and reasoned arguments for remaining in the Borough of Scarborough.

The Council's response to the Report, which is submitted with this letter, expresses as well the dismay of the Council and the community at large with the recommendations dealing with finance and the resultant negative impact on Scarborough and its ratepayers.

Interestingly enough, the Council concurs in approximately 101 of the 126 recommendations but finds significant differences with the recommendations which are addressed in the response to you.

Finally, I hope that your Government's response to the Report will be speedy so that the uncertainty and disquiet generated in the community will be settled.

Yours very truly,


Paul Cosgrove
MAYOR

PJC:ns

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CHAPTER 1

INTRODUCTION

EXECUTIVE SUMMARY

The Report of the Royal Commission on Metropolitan Toronto (the Robarts Report) was originally commissioned by the Government of Ontario in September of 1974. It was received by the Government in June of 1977. It was the third in a series of reports which have appeared approximately a decade apart dealing with government in the Metropolitan Toronto area. The first such report appeared in the mid-fifties in response to the post-war crisis of governing in the Metro area. The report, prepared by Lorne Cumming, Q.C., resulted in the creation of the Metropolitan form of Government in Toronto. The second report appeared in the mid-sixties to assess the first decade of Metro. That report was prepared by H. Carl Goldenberg. The Goldenberg Report resulted in significant revisions to the system of Metropolitan Government.

No specific crises precipitated the current review. The Commission was charged to

- i) "examine, evaluate and make appropriate recommendations on the structure, organization and operation of local government within the Metropolitan Toronto area", and
- ii) undertake "to encourage public awareness, participation and understanding of the issues, by among other things, holding public meetings throughout the Metro area."

The Borough of Scarborough supports the great majority of the recommendations made in the Report. Many of the suggestions made in the Scarborough submission to the Royal Commission in December of 1975, appear to have been incorporated into the reasoning and the recommendations of the Commission. Many recommendations have met with enthusiastic support.

Scarborough either opposes or has reservations about certain other recommendations. The Borough is strongly opposed to the recommended changes in municipal boundaries; is concerned that the Report rejected alternative revenue sources for municipalities and would like to see modifications in the proposals with regard to representation.

Unfortunately, the Borough's criticisms will take up more space in this submission than will praise of the Report. This is all too often the case, but having noted that fact and given the reasons for it, the Borough hopes that the Government will recognize that the overall thrust of the submission is supportive.

The major exception to this statement is in the area of boundaries. The Report has recommended the retention of the two-tier form of Metropolitan government with six lower tier municipalities. The Borough concurs with that recommendation.

The Borough does not concur with the boundary changes proposed to effect that recommendation.

At this point the Borough would like to draw attention to the second term of reference of the Commission. The Commission was charged with holding public meetings throughout the Metropolitan area. There is no evidence of that occurring. All area municipalities and their boards of education were required to go to the downtown core to make their submissions. It is the Borough's belief that the Commission's failure to fulfill this term of reference contributed to the recommendations with regard to boundaries. Undoubtedly, those who framed the original terms of reference envisioned the Commission becoming familiar with the Metropolitan area through meetings and visits. This did not occur.

This point is made because the recommendations will have a severe adverse effect on existing communities, in spite of the support for community organization. The boundary recommendation will also result in high costs to the area municipalities without any offsetting savings. This is in direct contradiction to the Commission's strong concern for economy. Finally, the evidence in the Report does not support the recommendations for boundary changes.

This statement is made for five major reasons:

- i) the reasoning supporting the changes is not set out

in sufficient detail. In Chapter 4 of Volume 1, the Robarts Report states that the reasoning is detailed in Chapter 9; In Chapter 9 of Volume 2, the Report states that the reasoning is detailed in Chapter 4.

- ii) there is a factual error on which the reasoning with regard to boundary change is premised. The erroneous major premise is found on page 137 where it is stated that internal boundaries are of no financial significance because approximately 75% of the property tax levied on Metro taxpayers is Metro wide. If the Robarts Report is implemented, the opposite will be true, i.e. approximately 75% of the property tax will be restricted to the area municipality rather than Metro as a whole. Exhibit 1.1 highlights this major contradiction.
- iii) the rationale that all municipalities must be at least 200,000 would seem to fly in the face of successful experience in other Ontario centres such as Thunder Bay, Sudbury, Oshawa and St. Catharines, as well as other Canadian cities such as Regina, Saskatoon and Halifax;
- iv) the financial reasons given for needing larger municipalities do not stand up to examination; and
- v) the data supporting the change, in terms of assessment, is based on market value rather than current assessment.

EXHIBIT 1.1

PROPERTY TAX DOLLAR DISTRIBUTION: THE METRO SYSTEM 1975 BEFORE AND AFTER BOUNDARY CHANGE

PROPERTY TAX DOLLAR

BEFORE BOUNDARY CHANGE		
METROPOLITAN LEVY	76.1 cents	General Local Levy
		23.9 cents
Made up of the education levy	48.5 cents	
and the Metropolitan general levy	27.6 cents	

AFTER BOUNDARY CHANGE		
METROPOLITAN LEVY	Local Levy	72.4 cents
27.6 cents		
	Made up of the education levy	48.5 cents
	and the General Local Levy	23.9 cents

SOURCE: Robarts Report, Figure 9.2 and Chapter 17

Based on the faulty reasoning and research of the Robarts Commission, the potential disruption to existing communities, if the recommendations were implemented, the cost to Scarborough and the other area municipalities without any offsetting benefits, the Borough of Scarborough must oppose the boundary changes and support the status quo. After all to quote the Robarts Commission "no specific crises precipitated the review" and therefore, no specific crises should precipitate boundary change.

Chapter 10 deals with the important issue of finance. The Report clearly establishes that a fiscal imbalance exists in the Metropolitan system, that is, own-source revenues are not sufficient to cover own-source expenditures. The Report goes on to reject new alternative revenue sources for the municipalities and to propose in its place a three-year cost-sharing agreement. The Borough cannot accept this reasoning. While the Borough is pleased that the Robarts Report concurs with the earlier findings of the Federal-Provincial Tax Structure Committee and the Tri-level Task Force on Public Finance with regard to fiscal imbalance, the Borough is disappointed in the reasoning with regard to alternative revenue sources. The three reasons which are set forth in opposition to a municipal income tax can be applied with equal force and vigour to the Commission's proposals, that is, the real property tax and the three-year cost-sharing agreement.

The three-year cost-sharing agreement has the additional disadvantages of forcing the municipalities to rely on the

Provincial Government maintaining firm policy programmes over an extended period of time and of creating an administrative nightmare because of the necessity of changing all three levels of government to a three-year budgeting cycle.

The Scarborough Council supports the principle that all provincial transfer payments to local governments in the Province must be guaranteed by legislation.

The Borough supports the other financial recommendations, albeit with some reservations in two instances, with one exception. The exception is the recommendation to change from a per capita to a per household basis for the unconditional grant. The Borough rejects this and suggests that there be an increase in the figure used for the calculation of the resource equalization grant.

The Borough concurs with the basic thrust of the recommendations in regard to representation.

The Borough also agrees with the desire of the Commission to simplify the electoral system in Metropolitan Toronto. Scarborough, however, does not concur with the need to revise internal boundaries to achieve the goal of more responsible and accountable government.

This submission notes the basic error in the report in the calculation of ward size. The Borough proposes as an alternative a different ward size and a larger permitted variance. The

Borough also proposes that the Metropolitan Toronto Council should have the authority, by legislation, to review the representation of each municipality on the Metropolitan Council in order to adjust the representation on Metro Council as required by the growth of individual municipalities.

Chapter 5 of this submission is reserved for Scarborough's comment on the 84 recommendations not dealt with in the earlier chapters on boundaries, finance and representation. Of the 84, the Council is in concurrence with 68. Discussion is limited in the chapter primarily to an examination of those recommendations the Borough does not concur with. Particular attention is paid to Chapter 11 of the Robarts Report which deals with Planning.

In conclusion, the Borough of Scarborough concurs with 101 of the 126 recommendations made by the Commission. The Borough Council proposes alternative recommendations for those recommendations in the Robarts Report with which the Council does not concur. These are consolidated in Chapter 6 of this submission. Those recommendations that have not received comment throughout the submission are supported by the Council. Chapter 7 of this submission consolidates the position of the Council on each of the 126 recommendations made by the Commission.

APPROACH TAKEN

The Council of the Borough of Scarborough established a Special Committee composed of 12 of its members, to review the Robarts Report and to make appropriate recommendations to Council.

The Committee, chaired by Alderman F. Faubert, established a schedule of public meetings to meet with the citizens of Scarborough in order to obtain their reaction to the pending changes to municipal boundaries, administration and the electoral system. The public reaction, particularly to the boundary changes, was very negative. The Committee also called upon the Borough Departments as well as the Public Utilities Commission, the Planning Board, the Board of Health and the Library Board to prepare written submissions to the Special Committee concerning the impact of the Robarts Report on Borough operations.

The Council, after reviewing all departmental submissions, clearly recognized the widespread implications to the Borough. The firm of P.S. Ross and Partners, Management Consultants, was engaged to assist the Special Committee and Borough officials in the preparation of this submission.

The Borough Council, the consultants and the staff of the Borough of Scarborough have examined the Robarts Report very carefully. The Borough's concerns have been articulated and recommendations have been documented. This submission presents a comprehensive statement of the Council's stance on each of the 126 recommendations. Special emphasis has been given to the major areas of concern: boundaries, finance and representation. Relevant tables and supporting evidence are presented throughout the submission, including a bibliography.

BOUNDARIES

INTRODUCTION

The Robarts Report has recommended that a two-tier form of local government in Metropolitan Toronto be continued with six area municipalities. The Borough of Scarborough agrees with those recommendations. However, the Borough of Scarborough does not agree with the Robarts recommendation that boundaries of five of the six area municipalities be radically restructured.

The Borough disagrees for a number of reasons:

i) the boundary changes will disrupt existing communities; ii) the cost of the disruption would be high, with no offsetting benefit; and iii) the analysis is so weak that it does not justify the change.

The Robarts Commission had two tasks. Everyone seems familiar with their first task, i.e., to examine and evaluate and make appropriate recommendations on the structure, organization and operation of the local government in the Metropolitan area. Less attention has been paid to their second task, which was to undertake to encourage public awareness, participation and understanding of the issues, by among other things, holding public meetings throughout the Metro area.

The Commission did not discharge the second task.

Meetings were held in the city core. Those originally framing the terms of reference no doubt had in mind that if the Commission visited various parts of the Metro area, it would get a sense of spirit of the communities. This has not been done, and perhaps accounts for the lack of sensitivities to the various areas of Metro.

The Commission claims in the preface to Volume 1 that the staff conducted an extensive analysis of the proposals placed before the Commission to the extent of collating the information on an index system according to the major subjects of interest. In the preface, they also claim that this provided a convenient means of assessing opinion on each of the many issues dealt with in this report. The Borough of Scarborough can see little evidence of this being true. Scarborough's submission in December of 1975 devoted a great deal of space to the importance of communities. This has been largely ignored by the Robarts Report which recommends boundary changes affecting communities of historic significance to the Borough.

In financial terms, the proposed boundary changes will impose large costs on the Borough of Scarborough. This is odd in the light of the great concern in the rest of the Report for economy. The Report is candid enough to admit that "the Commission has not undertaken detailed analyses of the future financial circumstances of each government unit in the Metro system, either as it currently exists or as it might become as a result of the Commission's work."¹ This candid approach is small consolation to those who have undertaken

detailed analyses of the future financial circumstances.

Given the concerns of the Borough with regard to the disruption of the community and the financial costs, a careful analysis was undertaken of the reasoning in the Report. It is clear from this analysis that the recommendations with regard to boundary changes were not based on either comprehensive or thorough research. The Report states in Volume 1, that "the system of government should be capable of helping to equalize the availability and cost of essential services over the whole area. It would be quite unacceptable if there were wide differences in services or in levels of taxation in Metro."²

Volume 2 goes on to state "if the Commission's recommendations regarding the allocation of responsibilities between the Metro level and the area municipalities are accepted, approximately three-quarters of municipal property tax revenues will continue to be equalized across Metro. This means that for approximately 75 per cent of the property taxes levied on Metro's taxpayers, internal boundaries are of no financial significance."³

This is an astonishing statement to find in the Report. The reason it is astonishing is that the opposite will be true, if all the Robarts recommendations are implemented. The Report has recommended that the education levy change from a Metropolitan-wide levy to an area levy. Therefore, the very rationale for saying that boundaries are of no financial significance is contradicted by the recommendations in Chapter 17 on Education.

Based on the evidence above, it is the Borough's contention that it should not have to make any further case as to why the boundary changes should not be made, as recommended. Nevertheless, the Borough recognizes the importance of this report, and therefore as part of its submission analyzes the Roberts Report with care and recommends an alternative to what has been proposed.

ROBERTS RATIONALE FOR CHANGE

The Commission's reasons and recommendations for change of boundaries are contained in both Volumes 1 and 2 of the Report. The key chapters are Chapter 4 on the recommended approach in Volume 1, and Chapter 9 on boundaries in Volume 2. In Chapter 4 of Volume 1, the Report states "these proposals (the ones referring to boundary changes) are outlined on Map 4.1 and a detailed description and rationale for them is contained in Chapter 9." ⁴

Turning to Chapter 9 in Volume 2, the Report states "the Commission's reasoning in recommending the retention of six area municipalities in Metropolitan Toronto, with a significant expansion of the two smallest boroughs, is detailed in Chapter 4, and will only briefly be summarized here." ⁵

A similar contradiction is found later in the report in Chapter 10 (Finance). This statement is made about educational grants. "The Commission recognizes that the educational grant system is one of the most complex in Ontario, and a detailed examination of this system is beyond the scope of this report; several salient features of educational finance in Metro are discussed in Chapter 17." On turning

to Chapter 17 (Education), the Report contents itself with the statement that "The system of provincial grants and Metro's financial formulas are intricate and sophisticated. They are a lifetime study for some and the Commission did not delve into them in detail." ⁷

A careful reading of Chapter 4 brings out three reasons for change. They relate to size, financial capability and representation. In terms of size, it is the contention of the Report that East York and York are too small in terms of population, and that the City of Toronto and the Boroughs of North York and Scarborough are too large. The second reason is that East York and York are too small in financial resources to provide services of a similar range and quality to those of the other area municipalities, particularly in fields such as education and public health. The third, and what may well be the most important reason of all, is that there is a requirement for equalization in size of the boroughs, in order to obtain a greater degree of representation for the boroughs on Metro Council. Based on this reasoning, the Commission's answer is six municipalities with a minimum population of 200,000 and a reference to "an ability to provide a full range of specialized services."⁸

In Chapter 9, the answer has been slightly modified because the idea is introduced that not only should there be six municipalities with a minimum population of 200,000 but that they should also have "a corresponding financial base." This is elaborated on by the statement "transfers of population should be accompanied by a corresponding transfer of assessment."⁹

Two pages later, the Report states that the tax base is

not that important, because so much of the tax that is levied is Metro-wide. Of course, as has been noted, this will not be the case if Roberts' recommendations in Chapter 17 are carried out.

The Report then puts forward some rather convoluted reasoning in regard to whether or not the assessment base is or is not important. The relevant paragraph states among other things, "It would be false to conclude ... that the relative distribution of assessment ... is not important. On the contrary," The paragraph goes on, "In particular, the Commission has attempted ... to improve the assessment base of those ... that are poor in assessment relative to their population." The paragraph ends with this statement: "Nevertheless, the relative distribution of assessment is not as crucial ... as it once was, particularly before 1967, when more of the education expenditure was financed at the area municipal level."¹⁰

What the Report is saying is that because education is a Metro function, the relative distribution of assessment is not as crucial as it once was. However, in Chapter 17, it is recommended that education be a local function. It is difficult to follow this type of logic.

The Report then has a series of tables showing assessment under present and proposed boundaries. Not only is the assessment a year out of date, but it is also not even current assessment. It is market value assessment which, while it is supposed to be introduced some time in the future, is not the method of valuing property at the present time.¹¹ Nowhere does the Report show current value of

assessment. Finally, the Report comments on what it considers a good basis for measuring financial resources, i.e., per capita assessment (not per household).

CRITIQUE OF ROBARTS' ANALYSIS

There are three criteria Robarts has used: size, financial capability and representation. Two of these, size and financial capability, are dealt with here. The issue of representation is dealt with in Chapter 4.

Size

There are two aspects to the size issue. A great deal of attention has been paid to the Commission's proposal that a minimum size of 200,000 be required for each area municipality. However, sight should not be lost of the contention in the Report that the City of Toronto and the boroughs of North York and Scarborough were too large "to permit their citizens adequate access to the local political and administrative systems."¹²

The Report states "that other submissions" suggested that the three largest area municipalities were too large. Since those other submissions were not identified, it is difficult to critique them. However, the Report went further and stated that in the Commission's own study, Political Life in Metropolitan Toronto, the existing system placed extremely heavy demands on the time and energy on elected representatives. This study led to a conclusion by the Commission that it was "probable that the governments of the larger local municipalities might be more responsive if they were reduced

somewhat in size." ¹³ This conclusion is questionable, in view of the information presented in the staff study, and the methodology utilized in research. It should be further noted that in Chapter 9 on Boundaries, the matter of Scarborough, North York and Toronto being too large was not raised. It was raised only in Chapter 4. This leads to the conclusion that the issue was raised only as a rationale for taking from North York and Scarborough and giving to East York and York.

In examining Robarts' contention that the maximum acceptable size of a municipality is 200,000, a few facts should be noted. The Borough of York is the tenth largest municipality in Ontario (1974 population figures), and larger than Kitchener. The Borough of East York is similar in size to such other major Ontario municipalities as St. Catharines, Thunder Bay, Oshawa and Sudbury. Outside of Ontario, there are cities such as Regina, Saskatoon and Halifax, which are not only smaller than 200,000 but are also smaller than York. Indeed, there is at least one province which is currently smaller than York, and not that much larger than East York.

So the crux of the matter lies not in the size per se, but in the financial base and the ability to provide services. For example, Forest Hill, Leaside and Swansea had populations of 21,000, 18,000 and 9,000 respectively, and were quite able to provide adequate services under the system as it existed prior to the last reform period.

Assessment Base

The Report states that "per capita assessment is a reasonably good indicator of the ability of the municipalities to pay for the services they provide to citizens" and that is the Report's measure of financial capability.¹⁴ Indeed, the Report states immediately after the above quote that "ideally, all area municipalities in Metro should have the same level of per capita assessment."

At this point, it is essential to analyze the data on assessment. Table 2.1 which is reproduced from the Robarts Report, tables per capita assessment under present and proposed boundaries. An analysis of that table shows that the municipality with the highest per capita assessment in Metropolitan Toronto, Etobicoke, is left unchanged. The one with the second highest, Toronto, is improved. That with the third highest per capita assessment, North York, has its assessment sharply reduced. As a result of this reduction in North York, Scarborough experiences a modest increase, East York a moderate increase and York a significant increase.

The result is to close slightly the gap in the average per capita assessment between the municipality with the highest per capita assessment, and the municipality with the lowest. However, as has been noted, this data is based on 1975 market value assessment. This is strange, because as the Commission concedes in the next chapter, the time table for implementation of market value assessment "remains uncertain", and as recently as October 17, 1977, Premier William Davis announced postponement for yet another year.

TABLE 2.1

PER CAPITA MARKET VALUE ASSESSMENT

(PRESENT AND PROPOSED BOUNDARIES)

1975

	Present municipality	Proposed municipality	Numerical variation	% variation
Toronto	\$ 20,836	\$ 21,598	\$ 762	3.66
North York	20,155	19,211	-944	-4.68
Scarborough	18,636	18,839	203	1.09
Etobicoke	23,613	23,613	-	-
York	15,781	16,965	1,184	7.50
East York	17,624	18,273	649	3.68
Total	20,166	20,166		

Source: Reproduced from Robarts Report, Table 9.6

The effects of the introduction of market value assessment would be quite startling. The Commission's analysis was limited to 1975 data in spite of the fact that 1976 data was available before the Report was published. There was a dramatic increase between those two years, especially in the City of Toronto. Then there was a decrease in 1977. In fact, in the case of York, it is actually lower in 1977 than in 1975. This data is presented in Table 2.2. It is presented only to show the variability in per capita assessment using market value. This data has not been analyzed on the basis of the proposed boundaries because of the difficulty of such an exercise.

TABLE 2.2

PER CAPITA MARKET VALUE ASSESSMENT

(PRESENT BOUNDARIES)

1975 - 1977

	<u>1975</u>	<u>1976</u>	<u>1977</u>
Toronto	\$ 20,836	\$ 36,842	\$ 28,346
North York	20,155	26,376	23,110
Scarborough	18,636	26,257	22,164
Etobicoke	23,613	30,429	27,069
York	15,781	18,272	15,328
East York	17,624	25,552	18,395
Metro	20,166	29,637	24,399

Source: Assessment data from Robarts Report Table 9.6 and TEIGA publications dated July, 1976 and July, 1977.

Note: Population data extracted from Robarts Report Table 9.1
Per capita assessment utilizes 1975 population data.

At no point in the Report was data presented showing current assessment. This is a strange oversight. To correct this oversight, the Borough has prepared Table 2.3, which shows per capita assessment under the present and proposed boundaries, using 1977 data.

TABLE 2.3
PER CAPITA ASSESSMENT
(PRESENT AND PROPOSED BOUNDARIES)
1977

	<u>Present</u>	<u>Proposed</u>
Toronto	\$ 4,778	\$ 4,953
North York	3,103	2,958
Scarborough	2,706	2,734
Etobicoke	3,694	3,694
York	2,077	2,233
East York	2,670	2,769
Metro	3,171	3,224

Source: Assessment data extracted from TEIGA assessment material dated July, 1977.

Population data extracted from Robarts Report Table 9.1

Using this data, it is apparent that the municipality with the highest per capita assessment, Toronto, gains; the second place Borough, Etobicoke, remains the same, and again the third place Borough, North York, loses in distributing its resources to the other three Boroughs.

Scarborough drops from being the municipality with the fourth largest assessment in Metro to the fifth largest assessment after East York. From a broader point of view, it should be noted that the gap between the highest and the lowest ranked municipalities is narrowed only marginally from 130% to 122%.

What has been shown to this point is that in using the 1975 market value assessment, the Robarts Commission enhances the position of those with the highest per capita assessment (or at least does not take anything away) and then shares wealth among the four remaining boroughs. In the process there is a slight improvement for the lowest ranking borough vis-à-vis the highest. The data also shows the flaws using market value assessment, and points out that using actual assessment the improvement between the highest and lowest ranked borough is marginal at best.

Financial Capability

The purpose of enlarging York and East York was "to ensure an ability to provide a full range of specialized services." The specific specialized services mentioned are education and public health. Each should be looked at briefly.

The reference to education is particularly interesting. In Chapter 17 of the Report, the abolition of the uniform Metro mill rate and the Metropolitan Toronto School Board is recommended. No matter what happens to the boundaries, this will result in a decreased capability for the boroughs of Scarborough and York to provide the same quality of service as Toronto and East York. The change of boundaries will also see a widening of the gap in terms of per pupil assessment among the municipalities, rather than a decrease. This is shown in Table 2.4, which has been calculated using tables from Chapters 9

and Chapter 17 of the Report. The gap has increased from 180% to 200%. In both cases, the two municipalities with the highest per pupil assessment remain in the same rank. The third highest, East York, loses and in fact drops from third to fifth. North York also loses. York increases its per pupil assessment and moves from fifth place to third. Scarborough's position deteriorates, as shown in Table 2.4.

TABLE 2.4
EFFECT OF BOUNDARY PROPOSALS
ON PER PUPIL ASSESSMENTS

	<u>Before</u>	<u>After</u>
Toronto	\$ 148,233	\$ 156,678
North York	116,738	101,090
Scarborough	81,919	78,650
Etobicoke	129,624	129,624
York	97,792	120,698
East York	121,965	115,684
TOTAL:	<u>117,707</u>	<u>117,955 *</u>

Source: Table 9.3 and 17.6 of Robarts Report

* The increase in the average per pupil assessment is caused by the apparent loss of 778 pupils in Table 17.6.

Returning to the health area, Recommendation 18.3 of the Robarts Commission Report, if carried out, will have a far greater impact on the ability of the smaller municipalities to provide this

service than any boundary change.

The Robarts Report did not mention hard services, but the Borough has prepared Table 2.5 to show actual expenditures on three major hard services; fire, transportation and recreation. The data used is based on 1974 because that is the last year the "Blue Book" was published, and because the Robarts Report did not undertake "detailed analyses of the future financial circumstances of each government unit in the Metro System".¹⁵

TABLE 2.5
PER CAPITA EXPENDITURES ON SELECTED SERVICES
1974

	Assessment	Fire Expenditures	Transportation Expenditures	Recreation Expenditures
Toronto	\$ 3,508	\$ 34.45	\$ 36.36	\$ 32.74
Etobicoke	3,390	19.79	29.85	38.09
North York	2,820	15.80	26.90	28.03
East York	2,619	22.62	11.94	23.44
Scarborough	2,208	14.83	24.98	26.05
York	2,143	23.50	21.74	27.04
St. Catharines	1,811	17.37	27.38	20.29

SERVICE: Municipal Finance Information 1974
published by TEIGA, Queen's Park.

The analysis divides the six area municipalities into two groups, based on per capita assessment, and also supplies data on St. Catharines. St. Catharines was chosen because of size (116,983) and because its per capita assessment is lower than that of York. From this data it is clear that York and East York have not been prevented from spending money on fire protection because of size or financial capability. Their low transportation expenditures are more likely dictated by area requirements than size or tax base. The recreation expenditures appear to reflect local decisions.

The above analysis shows clearly that other factors will have a greater impact on the abilities of York and East York to discharge their responsibilities than any reform of boundaries. It is also clear that no case has been made for the radical restructuring proposed. Therefore, the Borough of Scarborough rejects the Robarts recommendations in this regard and recommends that the current two-tier system of government be continued with no boundary change.

IMPACT OF CHANGE ON SCARBOROUGH

The Borough of Scarborough is organized administratively into 11 departments which currently supply the physical and administrative services for the 380,000 citizens in the Borough. The Scarborough Official Plan comprises 32 residential communities encompassing 46,400 acres of land. The Robarts Report, in advocating a new western boundary for the Borough, dissects 8 of the mature communities and heralds the end of local associations that have thrived for decades. The impact has very serious ramifications in the finance and operation of the Borough. The effect on individuals and community recreational programs is even

more serious, given the history and traditions shared by Scarborough and its citizens in the past.

Operational and Financial Impact

The proposed boundary changes will result in a loss of 19.93% of the population base and 11% of the territory of the Borough. These changes will not be reflected by proportionate reductions in personnel and in the cost of Borough operations due to economies of scale. At most, some individual departments will have their activity level decreased by approximately 10%.

The Public Utilities Commission is the local board that is most affected by boundary change. Aside from reduced revenues for electricity and water, the P.U.C. of Scarborough will be required to spend upwards of \$6.9 million to alter existing distribution patterns and effect severance at the new Borough boundary.

The next most affected body is the Scarborough Board of Education. The Board will incur close to \$5.0 million in added costs in order to provide the same level of service as a result of boundary changes, the abolition of the uniform Metro mill rate, and the elimination of the Metropolitan Toronto School Board (as proposed by the Robarts Report). 700 teachers and 350 other staff members will be affected in the 24 schools that lie in the corridor between Victoria Park and Warden Avenues.

The breakup of 8 communities in the Borough will require a partial redraft of the Borough Official Plan. To this end, the short term effect on a number of borough departments will mean more

work, not less. This added workload will cost the Borough considerable amounts of money until replanning is complete.

The Borough will experience increased per capita debt servicing charges as a result of a 19.5 per cent decrease in current assessment and a much smaller decrease in debt. To maintain the mill rates at 1977 levels, given the reduction in current assessment, Borough Departmental expenditures would have to be reduced by an amount of \$7,200,000., even after taking into consideration the increased revenue to the municipality if the Government implements recommendation 18.3 of the Commission dealing with public health grants. A more likely consequence would be an increase in the mill rate for Scarborough taxpayers.

A department-by-department analysis of reductions in expenditures has revealed savings of only \$2.8 million, rather than \$7.2 million. These savings are further reduced by projected revenue losses of \$0.9 million. The net effect is a cost to the Borough of \$5.2 million. The costs of boundary change to the Borough, to the Board of Education and to the Public Utilities Commission, and ultimately to the citizens of Scarborough are summarized below:

Borough	5.2 million
Board of Education	4.9 million
P.U.C.	<u>6.9 million</u>
Total	17.0 million

Source: Data gathered from Borough Departments, the Public Utilities Commission and Table 17.1 of the Robarts Report.

The P.U.C. figure would be greater if the services were put underground.

The results are surprising, given the preoccupation of the Commission with economy and accountability. Such costs are not justified in the minds of the Scarborough Council Members by the rationale advanced by the Commission for boundary change.

Human Issues

The boundary changes proposed in the Robarts Report will have a traumatic social impact on the Borough of Scarborough, a Borough which prides itself on the intensive involvement of its citizens in community groups, volunteerism and local government participation. The Commission indicates that it paid careful attention to school attendance districts and "hard" and "soft" services in attempting to restructure the internal geographic boundaries of Metropolitan Toronto. It ignored the existence of established communities with mature recreation and social programs that presently cater directly to over 64% of the total Borough population in some 445 clubs, associations and groups.

As outlined earlier, the new boundaries of Scarborough would force the destruction of 8 communities located in the corridor between Victoria Park and Warden Avenues. These communities support their own cultural and service clubs, recreation programmes and minor sports. The sociological and human implications of boundary relocation are numerous, with the ramifications and significance difficult to assess. In terms of recreation alone, restructuring will create great difficulty in providing consistent facility and programme services for residents remaining in the Borough. In many instances, those residents remaining in the western fringes will be completely isolated from other communities, due to the industrial zone between Warden Avenue and Birchmount Road.

In addition, there will be great confusion as to which

municipal recreation programme residents are entitled to attend. North York and East York charge a non-resident fee; while the City of Toronto offers its recreation programmes free of charge. These aggregate changes will cause great frustration for all citizens in terms of the services provided, the standards that residents are accustomed to having, and the procedures with which they are familiar. The effect on the Recreation Department will be many-fold; but one of the primary areas is that of leadership.

Scarborough is fortunate in that the majority of its recreational and social programmes are organized and assisted by volunteers in the community. Council Members are concerned that the creation of new boundaries will result in the loss of many of these persons. The loss of manpower and trained personnel will have a drastic effect on the entire operation of the Recreation and Parks Department, and will impact the development of youth in Scarborough.

In all, Scarborough will lose 181.4 acres of parks currently valued at approximately \$15.0 million and the following physical plant facilities:

- 2 indoor pools;
- 2 outdoor pools;
- 1 double surface arena;
- 3 community centres;
- 4 high school gymnasiums and
playing fields;
- 3 fieldhouses;
- 2 lighted ball fields; and
- 5 tennis court sites (14 courts)

With a reduced tax assessment base and the current pressure for fiscal restraint at the provincial and municipal levels, it will take a number of years to replace these facilities. Because the assets of the areas

being transferred will also be conveyed, Scarborough citizens will immediately lose direct free access to numerous excellent recreational facilities that have served as focal points for community and sports organizations in the past.

The Commission went to a great deal of effort to determine demographic information on those persons in the corridor who will become residents of North York, East York and Toronto. (See Robarts Report, Table 9.7). The Commission, however, remained totally insensitive to the human element, ignoring the anxiety and stress that change would cause at the individual level. The boundary changes, aside from causing disruption in programs and services, will also result in job dislocation for some employees of the Borough of Scarborough. At best, these people can only hope to be hired by annexing Boroughs. Benefit programs will be disrupted, new peer groups will be entered, seniority issues will conflict, and long-term promotional opportunities will suffer.

Of primary concern to the Borough of Scarborough is the manner in which the smaller East York can effectively implement the administrative and operational changes required in absorbing over 139,000 citizens. East York will be unable to cope with these pressures operationally or financially in the short term, as they will be forced to simultaneously increase Borough staff, re-organize structure, hire and train new employees, design and implement new information and communications systems, and above all else, construct and equip a new municipal centre. The level of public service that the "corridor

dwellers" currently experience will be drastically reduced upon annexation. Scarborough contends that the reasons for change are not substantial enough to inflict this kind of discomfort, anxiety and stress on over 76,000 of its citizens.

CONCLUSION

The Borough of Scarborough is very concerned with the rationale supporting the design of boundary change as presented by the Commission, in that it is neither detailed nor sound. The statement that "internal boundaries are of no financial significance" is made erroneous by the recommendation in Chapter 17 to abolish the uniform Metro mill rate for education.

The net result of boundary change is anxiety and discomfort for the citizens of Scarborough, disruption and added costs for Scarborough's operational and administrative departments, and decreased economy rather than more. The financial impact of boundary change on the citizens of Scarborough is totally unacceptable. For these reasons, the Borough of Scarborough cannot support the proposed boundary changes. The Borough recommends that current boundaries be maintained in order to ensure a strong and stable base from which the further growth and development of Scarborough can be fostered during the coming years.

CHAPTER 2 FOOTNOTES

- 1 Report of the Royal Commission on Metropolitan Toronto (Robarts Report), Toronto, Queen's Printer, May, 1977, Volume 2, p. 165.
- 2 Ibid. Vol. 1, p. 41
- 3 Ibid. Vol. 2, p. 137
- 4 Ibid. Vol. 1, p. 51
- 5 Ibid. Vol. 2, p. 134
- 6 Ibid. Vol. 2, p. 200
- 7 Ibid. Vol. 2, p. 336
- 8 Ibid. Vol. 2, p. 50
- 9 Ibid. Vol. 2, p. 135
- 10 Ibid. Vol. 2, p. 137
- 11 Market value assessment is that assessment used by the Commission. Throughout the text of this submission current assessment will refer to the assessment system in effect in Ontario at the time of writing.
- 12 Robarts, op. cit. Vol. 1, p. 50
- 13 Ibid. Vol. 1, p. 50
- 14 Ibid. Vol. 2, p. 155
- 15 Ibid. Vol. 2, p. 165

FINANCE

INTRODUCTION

The issue of finance is dealt with in Chapter 10 of Volume 2 of the Robarts Report. The major point of the Chapter is to reject alternative revenue sources as the method to correct the "fiscal imbalance" of the municipalities. Rather, the Report recommends a "three year cost-sharing arrangement" between Metro and the Province. This is the heart of the Chapter.

As a consequence, this Chapter devotes the majority of its analysis to the critical interrelated issues of "fiscal imbalance", alternative revenue sources and the "three year cost-sharing arrangement." The Chapter also deals with unconditional grants, the property tax credit, borrowing and financial management and cost control.

THE HEART OF THE MATTER

In 1967, the Report of the Federal-Provincial Tax Structure was submitted to the eleven governments involved. Although it was never released to the public, its findings are generally known. The Report projected revenues and expenditures of all three levels of government. They were, if trends continued:

- i) the federal government would be in a surplus position;

- ii) the provincial governments would be in a slight deficit position;
- iii) the local governments would be in a serious deficit position.

Nine years later, the Tri-Level Task Force on Public Finance reported publicly. The hard data of that Report confirmed the earlier unpublished data. The Canada Federation of Mayors and Municipalities (C.F.M.M.) analyzed the Tri-Level Report and published the analysis under the title "Puppets on a Shoestring".

"Puppets" stated that the municipalities' revenue base was inadequate to meet the expenditure needs "unless there is a logical change in the system of finance."¹

Fiscal Imbalance

The Robarts Report does not disagree with the findings of the Tax Structure Committee and the Tri-Level Task Force, nor with the conclusion of the C.F.M.M. analysis. In its analysis of the financial performance of the Metro System the Report notes that grants have "increased from 19 per cent of total revenues in 1968 to 28 per cent in 1974".² The Report goes on to state that "The increased reliance by local authorities on grants from other levels of government raises the issue of a possible violation of the principle of fiscal accountability, which holds that the government which spends the money should have the responsibility for raising it from the taxpayers."³

Having completed its analysis of the financial performance of the Metro systems, the Report then turns to an analysis of the financial health of the Metro system. In this analysis, the Report establishes the concept of "fiscal imbalance", i.e. those expenditures not met by own-source revenue of the municipality.

First, the Report expresses concern "when trends such as the increasing fiscal imbalance of the Municipality of Metropolitan Toronto are observed", and concludes that "the local financial base should be examined very carefully." ⁴ The Report concedes that property taxes are high, and "It is indisputable that property taxes in Metro are higher than elsewhere in Ontario, reflecting significantly higher levels of service as well as higher costs in a wide variety of local services." ⁵ The Report offers a gloomy prospect for the future when it notes that provincial aid will not continue to rise, nor will the assessment base, but costs will. ⁶

Having completed the analysis of the financial health of the Metro System, the Report examines the changes which are needed in the future, in order to finance the Metro system. This examination leads to the conclusion that there should not be alternative revenue sources made available to the municipalities. Rather, the municipalities should rely on an improved real property tax and a new "three year cost-sharing agreement."

Alternative Revenue Sources

Robarts rejects alternative revenue sources for alleviating

the fiscal dilemma of the municipalities. Scarborough in turn rejects Robarts. This is easy to do, based on an analysis of the reasoning regarding the municipal income tax.

After making a straightforward objective statement that a municipal income tax would have yielded \$122 million, or 40% of the fiscal imbalance, the Report draws a subjective, value-laden conclusion from this fact, "In other words, less than half of provincial transfers to the system could have been replaced by a 1 per cent municipal income tax surcharge." ⁷ Another and even more accurate way of saying exactly the same thing would have been to write, "In other words, all provincial transfers for municipal purposes could have been replaced by a 1 3/8% municipal income tax surcharge." This would have been more accurate because the Robarts Report cost-sharing agreement does not cover education. Therefore, the fiscal imbalance discussed is only for municipal purposes.

The specific reasons for rejecting the municipal income tax are three-fold. They are:

- i) municipalities will be unable to change the rate of taxation except after negotiation and agreement in advance;
- ii) municipalities are unable to establish their own policies covering exemptions, deductions, etc.; and
- iii) taxpayers will not be able to perceive who they are being taxed by.

The reasons for rejecting the municipal income tax are interesting because the Report favours the real property tax and a cost-sharing arrangement. Yet, the same criticisms could be levelled against the Robarts proposals because:

- i) municipalities will be unable to change a cost-sharing arrangement except after negotiation and agreement;
- ii) municipalities are unable to establish their own policies now concerning exemptions and deductions from real property tax; and
- iii) taxpayers will not be able to perceive who they are being taxed by, under a cost-sharing arrangement as well as they would be with a municipal income tax.

Recommendations 10.3 and 10.4

These two recommendations are Robarts alternative sources. Recommendation 10.3 calls for the elimination of all conditional grants whose purpose is to provide an incentive to municipalities. While Scarborough supports this recommendation, it does so in the knowledge that it is neither very important nor significant, in that these types of grants represent less than 1% of all Metro system revenues. Furthermore, Recommendation 10.4 makes 10.3 redundant.

Recommendation 10.4 is much more significant in that it pretends to be a solution to the problems of fiscal imbalance.

Scarborough rejects Recommendation 10.4. It does so because:

- i) it is at best, only a half solution, i.e. 45% of conditional grants are not covered (education);
- ii) Scarborough questions the methodology used by the Province to determine the level of assistance to local government, e.g., on pages 76 and 77 of the Provincial Treasurer's September 16, 1977 report to the Provincial-Municipal Liaison Committee, the claim is made that Ontario is generous in support of local governments, by showing provincial financial support to local government. A more accurate method, showing the percentage distribution of all provincial-local expenditures, shows that the only province less generous than Ontario, is British Columbia;
- iii) it is not practical to believe that the three levels of government could shift from a one year budgeting cycle to a three year budgeting cycle as would be required under the proposed arrangement; and
- iv) it is not the solution to the problems of fiscal imbalance.

Scarborough's Solution

Scarborough's solution to the problems of fiscal imbalance is contained in their submission to the Robarts Commission in December, 1975: "additional revenue sources should be assigned to the municipalities." That was Scarborough's solution in 1975, and that is Scarborough's solution today, especially when the Report concedes that:

- i) there is fiscal imbalance; and
- ii) the Commission has failed in its attempt to prove the case against additional revenue sources.

Furthermore, the Scarborough Council recommends that all Provincial transfers to local government should be based on a formula that is long term in nature and guaranteed by Legislation, in order that any change or redefinition must be approved by the Legislature.

EDUCATION

In making the recommendation for a three year cost-sharing agreement, the Report specifically excluded education from the recommendation. The key recommendations dealing with educational finance are contained in Chapter 17.

In Chapter 17, the Report recommends the abolition of the uniform Metro mill rate. The cost to Scarborough taxpayers would be nearly \$5.0 million. This represents a 5.33 mill increase or 7 per cent the first year. The effect on an average home assessed at \$6,000. is \$32.00 per year. By 1986, calculations prepared by the Metropolitan Toronto School Board show that the cost to the taxpayers of Scarborough would be nearly \$19 million. The Borough of Scarborough cannot support recommendations that would create this kind of hardship for the taxpayers of the Borough. Rather, the Borough supports the retention of the uniform Metro mill rate for educational purposes.

OTHER RECOMMENDATIONS

There are seven other recommendations in Chapter 10 other

than those already dealt with. The Borough of Scarborough supports five of these, is against one, and has questions about another.

Per Capita Grants

The Robarts Commission recommended that Ontario's per capita grant programme be reviewed to assess the feasibility of converting it to a per household basis. The Borough of Scarborough does not concur with this recommendation. The effect of the recommendation in Metropolitan Toronto would be to provide lower grants to Scarborough, North York and Etobicoke and higher grants to the City of Toronto, York and East York. This is unfair in that the outer boroughs, especially Scarborough, are still faced with the costs of growth.

What is needed in Metropolitan Toronto is recognition of the growth factor plus recognition of deficiencies in the financial base. The reasoning prior to the recommendation notes that Scarborough and York are the only Metro municipalities that receive the Resource Equalization Grants. At the same time, the Report notes that the more populous areas of Metropolitan Toronto have greater needs than others. Therefore, the Borough of Scarborough recommends that the per capita equalized assessment figure for the calculation of the Resource Equalization Grant be increased for Metropolitan Toronto.

Property Tax Credit

Recommendation 10.1 calls for revisions of the Ontario Property Tax Credit, so that it covers the same proportion of property tax paid by taxpayers of comparable income throughout Ontario.

Insofar as the existing property tax credit system discriminates against Metropolitan Toronto residents because of the proportionately higher property taxes, this recommendation is supported. However, it is noted that perhaps the best way to assist the taxpayers of Ontario would be not to take the money from them that is returned in the form of a property tax credit.

Borrowing

The Borough of Scarborough supports recommendation 10.5, as it was something the Borough called for in their original submission, i.e., that the Ontario Municipal Board (O.M.B.) function with regard to approval of capital projects be limited to ensuring that total borrowing - known and kept within acceptable financial limits, - is confined to capital purposes only, - is for a term not longer than the life of the assets to be created, and conforms to clearly stated Provincial policy concerning capital expenditure.

The Council supports recommendation 10.6 that the "responsibility for hearing and deciding on objections to municipal capital projects be transferred from the Ontario Municipal Board to municipal councils." Nevertheless, Council notes that it is not common to have appeals heard by the same body that made the decision. This may not be acceptable to the taxpayer. The issue that should be addressed is whether or not there should be an appeal to the O.M.B. on specific capital projects. This is the question that must be answered. The question remains unanswered by this recommendation.

Financial Management and Cost Control

Scarborough concurs with recommendation 10.7 that all

Provincial payments for local services except education, be made to the municipalities rather than directly to special purpose authorities. Scarborough also concurs with recommendation 10.8 that all municipalities in Metropolitan Toronto be encouraged to develop a capacity for multi-year financial forecasting and planning.

Recommendation 10.9 calls for local authorities to examine the findings of the Commission's study on The Organization of Administrative Support Services in Metropolitan Toronto, and take appropriate co-operative action.

The study referred to was performed by Price Waterhouse Associates. It covered the following service functions common to all area municipalities: computer systems, revenue billing and collection, payroll administration, pension administration, auditing, purchase and stores, printing, mapping, and records management and archives.

The objective of this study was to explore the implications and effects of centralization, decentralization or sharing of the ten functions, and evaluating the resulting benefits, economies and the disadvantages. The conclusion of this study, with which Scarborough agrees, was "do not change the authority and structure within the services, capitalize on opportunities to share or contract services elsewhere, and concentrate on improving administrative services, policies and practices within the entities."

Only in the computer and systems function do we recommend

changes that affect significantly the allocation of authority. Scarborough agrees that the study of computers and systems in Metropolitan Toronto should be conducted by independent professionals chosen by a committee representing all area municipalities and Metropolitan Toronto.

CONCLUSIONS

As can be seen, Scarborough supports 7 of the 9 recommendations of this chapter. It does not, however, support either recommendation 10.2 or 10.4, or does it support the abolition of a uniform Metro mill rate for educational purposes. In their place, Scarborough offers the following recommendations:

1. additional revenue sources should be assigned to the municipalities;
2. the per capita equalized assessment figure for the calculation of the Resource Equalization Grant be increased in Metropolitan Toronto;
3. the uniform Metro mill rate for educational purposes should be retained.

CHAPTER 3 FOOTNOTES

1. Puppets on a Shoestring The Effects on Municipal Government of Canada's System of Public Finance, Ottawa, C.F.M.M., April, 1976.
2. Robarts op. cit., Vol. 2, p. 169
3. Ibid. Vol. 2, p. 171
4. Ibid. Vol. 2, p. 172
5. Ibid. Vol. 2, p. 175
6. Ibid. Vol. 2, p. 178
7. Ibid. Vol. 2, p. 181

THE ELECTORAL SYSTEM

ROBARTS RATIONALE FOR CHANGE

The Robarts Report identifies, in Chapters 3 and 4 of Volume 1 all of the major concerns about the Metropolitan Toronto electoral system that were brought to the Commission's attention through written submissions, public hearings and studies conducted by Commission staff and outside agencies. In responding to numerous demands to make the electoral system more readily understood by the local citizen, the Commission tables 5 recommendations in Chapter 4 and 21 recommendations in Chapter 5 of Volume 2. Four clear objectives outlined in Chapter 3, clarify the Commission's goals concerning responsible government for Metropolitan Toronto. These are as follows:

- i) equality of representation;
- ii) greater equality in representativeness;
- iii) clarity and accountability; and
- iv) effective government.

The Borough of Scarborough agrees in principle with the desires of the Commission to simplify the electoral system in Metropolitan Toronto. It is pleased that a number of its 18 recommendations presented to the Commission in a brief in December 1975 have been adopted unchanged. Of the 26 recommendations in Chapters 4 and 5, the Borough Council fully

supports 15 and supports 4 with reservations. This chapter is devoted to a discussion of those recommendations that are questioned, in whole or in part, by the Council.

CHAPTER 4

Recommendation 4.1 calls for the retention of the two-tier form of local government in Metropolitan Toronto. The Scarborough Council supports this recommendation. The reasons advanced by the Commission in Chapter 4 are valid. The Metropolitan Toronto area is unique in the Province. The two-tier local government structure has effectively served the needs of the citizens of the area by equalizing the availability and costs of essential services and providing and co-ordinating those major services that are area-wide in nature. Council concurs in the Commission's summary that one of the great strengths of the Metropolitan system is that it is a collection of healthy individualistic neighbourhoods and correspondingly this has contributed to the acceptance of the Metropolitan concept by the residents of the constituent municipalities. The Metropolitan experiment as has been constituted is envied by provinces and jurisdictions around the world. The concept must of necessity recognize the individual differences and similarities of the component municipalities and respond to the growth potential of each individual municipality.

After reviewing the Robarts Report and viewing the evolutionary changes in Metro Toronto since the Goldenberg Report of June, 1965, the Borough Council feels that 6 area municipalities can co-exist within the current geographical structure of Metropolitan Toronto. Given the analysis in Chapter 2 of this submission the smaller Boroughs of East York and York

are considered viable administratively and financially as they are now structured.

Recommendation 4.3 calls for the continuation of nomenclature for the City of Toronto and the 5 area Boroughs. The Scarborough Council, on January 17, 1977, passed a by-law to change the name of Scarborough to the City of Scarborough. Council concurs with the conclusions of the Commission that the Boroughs no longer resemble townships in their population, level of urban development, or governmental competence. Council fully supports the conclusion that the 6 constituent municipalities of Metropolitan Toronto are full partners in the Metro federation and all municipalities in this federation should be treated equally. Therefore, it is the recommendation of Council that all the municipalities of Metropolitan Toronto be called "Cities".

Scarborough Council endorses recommendation 4.4 that "all distinctions between the powers and eligibility for grants of the City of Toronto and the Boroughs be removed from provincial statutes and regulations". The Council feels that the current system of local government in Metropolitan Toronto is functioning well and that only minor changes are warranted to streamline the decision-making processes. Due to the high costs of a formal review of government in Metropolitan Toronto, the Council proposes that the new review be instituted in a minimum of ten years, not five years, as proposed by the Commission in recommendation 4.5.

CHAPTER 5

Chapter 5 of the Robarts Report, entitled "The Electoral System", offers 21 recommendations for the current electoral system in Metropolitan Toronto to aid in the achievement of those goals outlined above. Of these recommendations, Scarborough supports many and is opposed to recommendations

5.15, 5.18 and 5.20.

Scarborough supports the reinstatement of the three-year term of office for Metropolitan Toronto. Council is of the opinion that there would appear to be no reason why a three-year term could not be implemented in Metropolitan Toronto. It concurs in the conclusions of the Commission that the decision-making process is lengthy and complicated and that additional time is needed in order to permit a Council to debate, set and implement the sort of policies that are required in order to meet the needs of the residents of the respective municipalities.

In order to permit adequate planning of programmes and resources in advance of the beginning of the fiscal year, the Scarborough Council supports the selection of an earlier date for municipal elections in Metropolitan Toronto. The proposed date change conflicts with the Thanksgiving holiday period and should be avoided if the Commission hopes to enhance and increase citizen participation in the election process and in the end reinforce public perception and understanding of local government. The Scarborough Council recommends that further study be made concerning this issue with the objective of advancing the date to a feasible alternative.

Recommendation 5.7 calls for campaign deposits of all candidates for mayor in the area municipalities. The reason for such deposit is to discourage candidates who can only be characterized as frivolous. This reasoning could be applied to all offices. Scarborough Council, therefore, recommends that a deposit be required from all candidates in the municipi-

palities of Metropolitan Toronto, and concurs in the recommendation that such deposit be returnable to all candidates who receive 10 per cent or more of the votes cast in the election.

The Borough of Scarborough supports recommendations 5.8, 5.9 and 5.10 which are concerned with remuneration levels for elected officials. In allowing councils to set their own remuneration levels, the Scarborough council members feel that they can, in this manner, prove their accountability to the electorate.

In Chapters 5 and 6 of the Robarts Report, the Commission contends that an important aspect of accountability is the general power that an area Council has in delegating the responsibility for municipal affairs to individuals and groups, either elected or non-elected. To enhance accountability, increase effective decision making and improve clarity in the electoral system, the Commission in recommendation 5.12 recommended the abolition of directly elected boards of control in Metropolitan Toronto. In continuing this reasoning, the Commission made two recommendations concerning direct election to the Metropolitan Council. Recommendation 5.16 proposed that members of the Metropolitan Council (other than local mayors) be elected directly from districts made up of groupings of three adjacent local wards. Recommendation 5.17 proposed that directly elected Metro councillors be full members of their area councils and that they be precluded from membership on any executive or other local committee.

The Scarborough Council is in full support of most of the reasoning put forth in the above paragraph. Nevertheless, a number of elected

officials in Scarborough maintain that accountability can best be maintained to an electorate on a borough-wide basis. As well, many feel that the costs of borough-wide elections do not serve as barriers to public office. In view of this, there is a division of Council on this matter. Council, therefore, does not make a recommendation to the Government concerning recommendation 5.12 and the associated matters presented in the Commission's recommendations 5.16 and 5.17. If the Board of Control is retained in Scarborough, then the Board of Control members would continue to represent the Borough of Scarborough on the Metropolitan Council.

Recommendation 5.18 of the Robarts Report deals with the appointment of the Metropolitan Chairman. Because of the Council's position on the three recommendations covered in the preceeding paragraph, the Council proposes the following amendment to recommendation 5.18:

"The Metropolitan Chairman be chosen from among the members of the Metropolitan Council (excluding the mayors) at the first meeting of the municipal term and hold his position as Chairman for the duration of the term."

The Scarborough Council finds the logic surrounding ward restructuring as presented by the Commission confusing. At present, the average ward size in the 4 largest municipalities stands at 32,238 persons per ward.² The Commission has concluded that there does not seem to be "widespread dissatisfaction with existing levels of representation in the four largest municipalities."³ Restructuring is

proposed in view of a general target of 26,200 persons (± 10 per cent) and a desire to "ensure accountability without increasing the size of local councils beyond a reasonable and functional level."⁴ The 10 per cent variance factor is proposed to take into account historic or natural boundaries.

This recommendation does not recognize the need to accommodate the following:

- i) population trends and growth characteristics;
- ii) communities and diversities within area municipalities; and
- iii) major roads, railways and hydro rights-of-way.

These factors are of specific interest to Scarborough because of its geographic mix of residential and industrial assessment and its present accelerated growth rate which is unique in Metropolitan Toronto.

What is even more confusing is the proposed Metro ward size of 78,726. The Robarts Report recommends 27 Metro wards for a population of 2,154,279. This amounts to 79,788 persons per ward. The Commission operates with a figure of 78,726 persons per ward, meaning the disappearance of 28,677 citizens of Metropolitan Toronto. The inability to follow this kind of logic in the Robarts Report has added to the difficulty in analyzing the Report in order to prepare this submission.

SCARBOROUGH'S PROPOSAL

As an alternative to recommendation 5.15 the Scarborough Council recommends that the population objective of local wards be amended to

read 40,000 persons and the permitted variance be 25 per cent. These recommendations would be more suitable in accommodating the factors identified above.

To ensure continued accountability, Council recommends that all area municipalities be required to review their ward boundaries every six years after holding two municipal elections. It is also proposed that the Metropolitan Toronto Council should have the authority by legislation to review after the same period, the representation of each municipality on the Metropolitan Council in order to adjust the representation on this Council.

Scarborough concurs with the election of one Alderman and one School Board Trustee per ward as this has been the case in Scarborough for a number of years. The following table has been prepared to illustrate the size of the local and Metropolitan Councils given the assumption that internal boundaries in Metropolitan Toronto do not change.

Table 4-1

Scarborough's Proposed Local and Metro Council
Membership under Present Municipal Boundaries

<u>Area Municipality</u>	<u>Number of Representa- tives on Metro Council (Including Mayor)</u>	<u>Total Size of Area Council</u>
Toronto	8	29
North York	7	25
Scarborough	5	17
Etobicoke	4	13
York	3	9
East York	3	9
TOTAL	30	-

The Metropolitan Council would consist of 30 members, thus permitting future enlargement to accommodate the growth of area municipalities. This system is contrasted with Table 5.2 of the Robarts Report (reproduced here as Table 4.2)

Table 4.2

Robarts Report Proposed Local and Metro Council Membership
Under Proposed Municipal Boundaries

<u>Area Municipality</u>	<u>Number of Metro Wards</u>	<u>Number of Representa- tives on Metro Council (Including Mayor)</u>	<u>Total Size of Area Council</u>
Toronto	8	9	33
North York	5	6	21
Scarborough	4	5	17
Etobicoke	4	5	17
York	3	4	13
East York	3	4	13
TOTALS	27	33	

Reproduced from Robarts Report Table 5.2

In terms of size alone, discounting boundary change, the Scarborough proposal offers more manageable structures for four of the governing area councils. This does not include the Metro Council which has been reduced in size from 33 members to 30.

The Commission proposes in recommendation 5.20 that ward boundaries for boards of education be the same as those for area municipal councils. Council concurs with this point of the recommendation.

The second point of this recommendation deals with the election of local and Metropolitan Separate School Trustees and refers to new Municipal boundaries. Council supports the principle that the present system of electing local and Metropolitan Separate School Trustees be maintained. Council strongly opposes any Municipal boundary changes as outlined in Chapter 2 of this submission.

In recommendation 5.21 the Commission proposes that several of the recommendations of the Ministerial Commission of the Organization and Financing of the Public and Elementary School Systems in Metropolitan Toronto be adopted at this time. The Scarborough Council concurs in this recommendation subject to the comments made on recommendation 5.15 earlier in this Chapter.

CONCLUSION

The Borough of Scarborough agrees with the desire of the Commission to simplify the electoral system in Metropolitan Toronto. Scarborough, however, does not concur with the need to revise internal boundaries to achieve the goal of more responsible and accountable

government. Its recommendations concerning ward size and council membership have been made with a view to improving the working size of municipal councils and enhancing equality in representation in local government in Metropolitan Toronto.

CHAPTER 4 FOOTNOTES

- 1 Robarts, op. cit., Vol. 1, p. 50
- 2 Ibid. Vol. 2, p. 79
- 3 Ibid. Vol. 2, p. 84
- 4 Ibid. Vol. 2, p. 84

OTHER MATTERS

This submission has dealt with the recommendations concerning boundaries, finance and the electoral system in considerable detail in the previous three chapters. This chapter is reserved for Scarborough's comment on the remaining 84 recommendations contained in Volume 2 of the Commission's Report.

Scarborough Council is in concurrence with 71 of these 84 recommendations. Therefore, detailed discussion will only be undertaken to support certain recommendations or to comment upon those that impact negatively on Scarborough and its citizens.

Chapter 6 on local decision-making and administration assesses the assignment and delegation of power in local government decision-making. The Commission's approach to reform in this area is tabled on page 102 of Volume 2, and presents three fundamental objectives; namely,

- i) that the municipal councils must have authority for a broad range of local responsibilities carried out in the community. These services must be effectively co-ordinated and integrated and the councils must over-view the establishment of authorities for the expenditure of public funds.

- ii) that the municipalities must be permitted to organize their affairs as they see fit. It is recognized that there is no perfect way to organize the local decision making and administration system, and municipalities must be able to respond and refine their organizations to meet their needs; and
- iii) that local municipalities require the flexibility to innovate and experiment in different techniques of policy development and implementation.

The Scarborough Council is in full agreement with these objectives and concurs with all recommendations in Chapter 6. It does, however, wish to go on record as objecting to the use of boundary change to provide "more than ample impetus and encouragement to local politicians and administrators alike to examine critically their traditional decision-making practices and to reorganize their implementation arrangements".¹

Local government is ideally the closest to the people and therefore must provide the means whereby citizens may influence the decisions of their local administration. The Commission concludes that local representatives should be chosen through an electoral system that is clear and equitable for all citizens. The elected representatives should have authority for the fullest possible range of local decision-making, as well as the ability to organize the administration of services in the way that best suits the local public interests. Continued citizen participation

must be encouraged and enhanced. The adoption of Commission's recommendations in Chapter 7 will bring the local governmental system into clearer focus and should, therefore, encourage more citizen participation.

The Province of Ontario has been a leader in adapting Federal-Provincial fiscal principals to the Provincial-Municipal level as evidenced by resource equalization grants. As Metropolitan Toronto continues to develop as the heart of the Canadian industrial and financial scene, it is paramount that effective intergovernmental relations exist among the area municipalities, and between these and Queen's Park. The Scarborough Council concurs with the Commission's proposal to create a Toronto Region Co-ordinating Agency in order that a goal for greater coherence in public policy in the greater Toronto region is achieved. This co-ordinating agency should be advisory in nature, and should not be the first step in the establishment of another level of government.

Chapter 11 of the Robarts Report deals with Planning in Metropolitan Toronto. It covers historic patterns in the development of the planning function and forecasts future developments that impact on planning at the local municipal level. In its submission to the Commission in December 1975, Scarborough Council made the following comments concerning planning.

"Contemporary urban planning is becoming increasingly political in nature. In this context, the pressures of citizen input require an urban government

structure with access to the planning process through all its stages."

"Planning decisions are among the most important that Scarborough Council makes. More quickly than anything else, these decisions affect the environment and the lifestyle which Scarborough residents, through Council, are attempting to achieve. Therefore, Scarborough Council will never support any attempt to remove or dilute present municipal jurisdiction in this area."

The Council concluded by making the following recommendation:

"A Metropolitan Toronto Official Plan should be implemented as soon as possible, as recommended by The Goldenberg Report, and as required by the legislation establishing the newer Regional Municipalities. This Plan, however, should be restricted to programmes and policies over which the Metropolitan Toronto Council has legislative jurisdiction."

The Commission in Chapter 11 makes the following conclusions regarding the planning function:

- i) that planning is a process that recognizes that planning is political, involving choices between conflicting values;
- ii) that the planning process should maximize local autonomy by limiting the review and approval powers of bodies more remote from the local political scene than the local council;
- iii) that it is no longer necessary for provincial authorities to review and formally approve municipal plan-

ning actions which are acceptable locally;

- iv) that the planning process must ensure an adequate degree of planning co-ordination as well as an appropriate means of resolving conflicts between governments on planning matters; and
- v) that the process must be open, clear, and easy for citizens to understand and that it must operate with sufficient speed and finally to ensure that neither the public interest nor the rights of interested parties are unduly reduced by lengthy delays of the type that now characterize the planning process.

To effect these objectives, the Commission proposes 16 recommendations for municipal planning. The Scarborough Council supports all except recommendations 11,12 and 11,13, which it rejects on the grounds that all area municipalities have Official Plans in effect. The legislation should be amended to provide that where a local Official Plan is in effect, the Metropolitan Council would be required to support any variations in its Official Plan from the Official Plans of the area municipalities, or the implementation thereof by initiating a hearing at the Ontario Municipal Board.

The Council also wishes to draw attention to an apparent conflict in recommendations between Chapters 9 and 11. The

Commission proposes that drastic changes be made to internal boundaries in Chapter 9, while in Chapter 11 it recommends that an Official Plan be adopted for the Municipality of Metropolitan Toronto by July 1, 1978. Given the tremendous undoing that will take place in area Official Plans as a result of boundary change, the desire to integrate a Metro Plan with 1 year is considered impossible.

Chapter 12 of the Commission's Report on Housing has brought strong criticism from the Council Members in Scarborough. Recommendation 12.2 calls for the Metropolitan Council to be empowered to establish housing targets throughout Metropolitan Toronto. Council does not concur in this recommendation. Scarborough recommends that the Metropolitan Council be responsible for establishing Assisted Housing targets only for government assisted housing programmes. In view of the local municipalities' responsibility for land use planning, the local municipality should be responsible for the establishment of any other housing targets.

The Scarborough Council maintains that the area municipality should control its own rate of urban development. Therefore, it rejects recommendation 12.3 which would take this decision-making responsibility from the area municipality and give it to the Metropolitan Council. Council does not agree in principle with recommendations 12.4 and 12.5. However, Council recommends that if the Metropolitan Council is willing to assume this responsibility,

it does so only under the condition that the Provincial Government assumes any costs inherent in the operation and administration of these types of programmes.

Concerning the recommendation in Chapter 14 on Physical Services, the Council endorses recommendations 14.1, 14.2 and 14.5. Scarborough does not concur with recommendations 14.3 and 14.4 on the grounds that the Metropolitan Toronto Region Conservation Authority should remain responsible for flood control, water conservation and the development and management for lands acquired by the Authority, including waterfront lots. As the waterfront plan is well underway, Council is concerned that any change in jurisdiction would cause further delay in the implementation of the waterfront development plan. Land transfer should only occur at the request of an Area Municipality when said land is required for use for some specific municipal purpose.

Public Protection Services are examined in Chapter 15 of the Robarts Report. The Scarborough Council endorses and welcomes all recommendations under the assumption that boundary changes will not be implemented. Otherwise, it concurs with officials in the Scarborough Fire Department who are concerned that Department vehicles and crews will be expected to respond to fire emergencies in other Boroughs without compensation under the continuous threat of amalgamation. Scarborough's mix of station locations in relation to those of adjacent Boroughs is such that without considerable construction and capital expenditure by North York and East York, Scarborough citizens will be underwriting fire protection from other

municipalities at the expense of fire protection in Scarborough if the boundary changes are implemented. The Council is confident that the Metro Area Fire Chiefs can work towards acceptable solutions to the inter-municipal problems referred to in the Robarts Report, given that current municipal boundaries remain intact. A change in boundaries only compounds the existing problems of inter-municipal co-operation in fire protection. This co-operation has recently shown marked signs of improvement.

The next chapter that raises concern for the Borough of Scarborough is the single chapter in Volume 2 devoted to Education. The Borough concurs with the recommendations that call for coterminous boundaries and parallel electoral structures for the area municipalities and area Boards of Education. The Council supports the Scarborough Board of Education who in a separate submission have strongly opposed recommendations 17.2 to 17.5 inclusive. The abolition of the uniform Metro mill rate and the Metropolitan Toronto School Board, (M.T.S.B.) will have a severe impact on the taxpayers of Scarborough. The transfer of the education levy (as outlined in Chapter 17) to the area municipalities will result in financial hardship for Scarborough whose per pupil assessment is already the lowest in Metropolitan Toronto. The M.T.S.B. is the political body that can ensure the equitable allocation of the financial resources of Metropolitan Toronto to the area Boards, and, in doing so, preserve equality of educational opportunity for Scarborough's public school children.

All but one of the recommendations on health in Chapter 18 are supported. Council does not concur with recommendation 18.5 that "the Metropolitan Council be designated as the District Health Council for Metropolitan Toronto." Rather, the Council recommends that the area municipalities should be designated as District Health Councils. As to recommendation 18.3, the Council not only supports the recommendation, but it also urges its immediate implementation by the Ontario Government. It is clear that the Commission has recognized the justice of the case put forward for many years by the area municipalities and their boards of health. Furthermore, this recommendation will go further toward making municipalities, such as York and East York, more financially viable, than under the proposed boundary changes.

Chapter 19 of the Report considers Social Services in Metropolitan Toronto. The Scarborough Council supports the reasoning and all recommendations presented by the Commission, with the proviso that the Provincial Government assumes the entire cost (including administrative costs) of any programmes integrated at the local government level with general welfare assistance encompassing general welfare, family benefits and all child welfare services.

Finally, the Borough of Scarborough refers to its response to recommendation 14.3 in opposing the transfer of all lands with recreation potential from the Metropolitan Toronto Region Conservation Authority to the area municipalities.

Recommendation 20.2 is therefore not endorsed for those reasons presented earlier in this submission. The Council concurs with all other recommendations made in Chapter 20.

In conclusion, the Borough of Scarborough concurs with 101 of the 126 recommendations made in the Robarts Report. Those recommendations that have not received comment in this chapter are supported by the Council. Appendix B of this submission consolidates the position of Council on each of the recommendations made by the Commission.

CHAPTER 5 FOOTNOTES:

1 Robarts Report, op. cit. p. 102

CHAPTER 6

RECOMMENDATIONS OF THE BOROUGH OF SCARBOROUGH

CHAPTER 2: Boundaries

- B1 Council recommends that the two-tier form of government in Metropolitan Toronto be retained with no revisions to the current boundaries of the six area municipalities.

CHAPTER 3: Finance

- B2 Council recommends that additional revenue sources be assigned to the municipalities.
- B3 Council recommends that all intergovernmental policies regarding transfer payments from the Province to the municipalities be contained in appropriate legislation in order that any possible variations to such agreements require the approval of the Legislature.
- B4 Council recommends that the per capita equalized assessment figure for the calculation of the Resource Equalization Grant be increased in Metropolitan Toronto.
- B5 Council recommends that the uniform Metro mill rate for educational purposes be retained.

CHAPTER 4: The Electoral System

- B6 Council recommends that all the municipalities of Metropolitan Toronto be called "Cities".
- B7 Council recommends that a general review of the Metropolitan system be instituted in ten years and not before.
- B8 Council recommends that the date for municipal elections in Toronto be advanced to the earliest possible date after due consideration is made for its recommendation 5.2 concerning enumeration.
- B9 Council recommends that a deposit be required from all electoral candidates in the municipalities of Metropolitan Toronto and that such deposit be returnable to all candidates who receive 10 per cent or more of the votes cast in the election.
- B10 Council recommends that the wording of recommendation 5.18 be amended as follows:

"The Metropolitan Chairman be chosen from among the members of the Metropolitan Council (excluding the Mayors) at the first meeting of the municipal term and hold his position as Chairman for the duration of the term."

- B11 Council recommends that the population objective of local wards be 40,000 persons and that the permitted variance be $\pm$ 25 per cent.
- B12 Council recommends that all area municipalities be required to review their ward boundaries every six years after holding two municipal elections.
- B13 Council recommends that the principles for local ward size in B11 be established. The number of metro representatives would be distributed as follows:

Area Municipality	Number of Metro Representatives (including Mayors)
Toronto	8
North York	7
Scarborough	5
Etobicoke	4
York	3
East York	3
Total	30

- B14 Council recommends that the Metropolitan Toronto Council should have the authority, by legislation, to review the representation of each municipality on the Metropolitan Council in order to adjust the representation on Metro Council as required by the growth of individual municipalities.

CHAPTER 5: Other Matters

- B15 Council recommends that a Metropolitan Toronto Official Plan be implemented as soon as possible. Legislation should be amended to provide that where a local Official Plan is in effect, the Metropolitan Council would be required to support any variations in its Official Plan from the Official Plans of the area municipalities, or the implementation thereof by initiating a hearing at the Ontario Municipal Board.
- B16 Council recommends that the Metropolitan Council be responsible for establishing Assisted Housing targets only for government assisted housing programmes.
- B17 Council recommends that any involvement of the Metropolitan Council in the administration of the existing housing stock of the Ontario Housing Corporation in Metropolitan Toronto, or in providing low-income family and senior citizen housing in Metropolitan Toronto should be subject to the Provincial Government assuming any costs inherent in the operation and

administration of these types of housing programmes.

- B18 Council recommends that the Metropolitan Toronto Region Conservation Authority remain responsible for flood control, water conservation and the development and management for lands acquired by the Authority, including waterfront lots. Land transfer should only occur at the request of an Area Municipality when said land is required for use for some specific municipal purpose.
- B19 Council recommends the retention of the Metropolitan Toronto School Board.
- B20 Council recommends that the local Municipalities in Metropolitan Toronto be designated as District Health Councils.
- B21 Council recommends that the following proviso govern the Commission's recommendations on social services. The Provincial Government should assume the entire cost of any programme integrated at the local government level with general welfare assistance, including family benefits and child welfare services.

CHAPTER 7

RESPONSE OF THE BOROUGH OF SCARBOROUGH TO THE COMMISSION'S RECOMMENDATIONS

CHAPTER 4: The Recommended Approach

- 4.1 Council concurs.
- 4.2 Council concurs with 6 area municipalities. Council does not concur with the revision of present boundaries. See Chapter 2 of this submission.
- 4.3 Council does not concur. See Chapter 4 of this submission.
- 4.4 Council concurs.
- 4.5 Council concurs with reservations. See Chapter 4 of this submission.

CHAPTER 5: The Electoral System

- 5.1 Council concurs.
- 5.2 Council concurs.
- 5.3 Council concurs with reservations. See Chapter 4 of this submission.
- 5.4 Council concurs.
- 5.5 Council concurs. Contributions should be income tax deductible.
- 5.6 Council concurs.
- 5.7 Council concurs with reservations. See Chapter 4 of this submission.
- 5.8 Council concurs.
- 5.9 Council concurs.
- 5.10 Council concurs.
- 5.11 Council concurs.
- 5.12 Council does not make a recommendation.
- 5.13 Council concurs.

- 5.14 Council concurs.
- 5.15 Council does not concur. See Chapter 4 of this submission.
- 5.16 Council does not make a recommendation.
- 5.17 Council does not make a recommendation.
- 5.18 Council does not concur. See Chapter 4 of this submission.
- 5.19 Council concurs.
- 5.20 Council concurs with the manner of electing Members of Council, Boards of Education and local and Metro Separate School Trustees. Council does not concur in any change in Municipal boundaries.
- 5.21 Council concurs.

CHAPTER 6: Local Decision-Making and Administration

- 6.1 Council concurs.
- 6.2 Council concurs.
- 6.3 Council concurs.
- 6.4 Council concurs.
- 6.5 Council concurs.
- 6.6 Council concurs.
- 6.7 Council concurs.
- 6.8 Council concurs.

CHAPTER 7: The Citizen and Local Government

- 7.1 Council concurs.
- 7.2 Council concurs.

CHAPTER 8: Intergovernmental Relations

- 8.1 Council concurs.
- 8.2 Council concurs.
- 8.3 Council concurs.

CHAPTER 9: Boundaries

- 9.1 Council does not concur. See Chapter 2 of this submission.
- 9.2 Council does not concur.
- 9.3 Council does not concur.
- 9.4 Council does not concur.
- 9.5 Council does not concur.
- 9.6 Council does not concur.
- 9.7 Council does not concur.

CHAPTER 10: Finance

- 10.1 Council concurs with reservations. See Chapter 3 of this submission.
- 10.2 Council does not concur. See Chapter 3 of this submission.
- 10.3 Council concurs.
- 10.4 Council does not concur. See Chapter 3 of this submission.
- 10.5 Council concurs.
- 10.6 Council concurs.
- 10.7 Council concurs.
- 10.8 Council concurs.
- 10.9 Council concurs with reservations. See Chapter 3 of this submission.

CHAPTER 11: Planning

- 11.1 Council concurs.
- 11.2 Council concurs as it applies to the official plan, a zoning by-law and a development control by-law.
- 11.3 Council concurs.
- 11.4 Council concurs.

13.6 Council concurs. It is noted that this is a Federal responsibility.

13.7 Council concurs.

13.8 Council concurs.

13.9 Council concurs.

CHAPTER 14: Physical Services

14.1 Council concurs.

14.2 Council concurs.

14.3 Council does not concur. See Chapter 5 of this submission.

14.4 Council does not concur. See Chapter 5 of this submission.

14.5 Council concurs.

CHAPTER 15: Public Protection Services

15.1 Council concurs.

15.2 Council concurs.

15.3 Council concurs.

15.4 Council does not concur. See Chapter 3 of this submission for Council's comments on the Commission's recommendation 10.4.

15.5 Council concurs. For comments see Chapter 5 of this submission.

15.6 Council concurs. For comments see Chapter 5 of this submission.

15.7 Council does not concur. See Chapter 3 of this submission for Council's comments on the Commission's recommendation 10.4.

15.8 Council concurs.

15.9 Council concurs.

CHAPTER 16: The Human Services System

16.1 Council concurs.

- 16.2 Council concurs.
- 16.3 Council concurs.
- 16.4 Council concurs.

CHAPTER 17: Education

- 17.1 Council concurs.
- 17.2 Council does not concur. See Chapter 3 of this submission.
- 17.3 Council does not concur. See Chapter 3 of this submission.
- 17.4 Council does not concur. See Chapter 3 of this submission.
- 17.5 Council does not concur. See Chapter 3 of this submission.
- 17.6 Council does not concur.
- 17.7 Council concurs.
- 17.8 Council concurs.

CHAPTER 18: Health

- 18.1 Council concurs.
- 18.2 Council concurs.
- 18.3 Council concurs.
- 18.4 Council concurs.
- 18.5 Council does not concur.

CHAPTER 19 Social Services

- 19.1 Council concurs with reservation. See Chapter 5 of this submission.
- 19.2 Council concurs.
- 19.3 Council concurs with reservation. See Chapter 5 of this submission.

19.4 Council concurs

19.5 Council concurs with reservation. See Chapter 5 of this submission.

19.6 Council concurs.

CHAPTER 20: Recreation, Libraries and Culture

20.1 Council concurs.

20.2 Council does not concur. See Chapter 5 of this submission.

20.3 Council concurs.

20.4 Council concurs.

APPENDIX A

THE BOROUGH OF SCARBOROUGH

ELECTED AND APPOINTED OFFICIALS

BOROUGH OF SCARBOROUGH

MUNICIPAL COUNCIL FOR 1977 & 1978

* Mayor	Paul Cosgrove
* Controller	Gus Harris
* Controller	Ken L. Morrish
* Controller	Joyce Trimmer
* Controller	Brian G. Harrison
* Alderman - Ward 1	Bill Belfontaine
* Alderman - Ward 2	Carol A. Ruddell
Alderman - Ward 3	Norm Kelly
* Alderman - Ward 4	Jack Goodlad
** Alderman - Ward 5	Frank Faubert
Alderman - Ward 6	Fred Bland
* Alderman - Ward 7	Edward A. Fulton
* Alderman - Ward 8	Tom Brazier
Alderman - Ward 9	Doug Colling
* Alderman - Ward 10	Ronald Watson
Alderman - Ward 11	John Wimbs
Alderman - Ward 12	Joe DeKort

*Members of Robarts Review Committee

**Chairman of Robarts Review Committee

MUNICIPAL OFFICIALS

Clerk	Jack Poots
Treasurer	Roy Arnold
Commissioner of Development	Cliff Tripp
Commissioner of Planning	Don F. Easton
Commissioner of Works	Roger K. Brown
Commissioner of Recreation and Parks	Bruce Fleury
Commissioner of Buildings	George Fleming
Personnel Commissioner	Peter Ferguson
Medical Officer of Health	Edwin V. Abbott, M.D.
Fire Chief	Bill Wretham
Borough Solicitor	Ken H. MacDiarmid

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